

DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814



February 5, 1988

ALL-COUNTY LETTER NO. 88-19

TO: ALL COUNTY WELFARE DIRECTORS
ALL COUNTY FISCAL OFFICERS
ALL COUNTY AUDITOR CONTROLLERS
ALL COUNTY ADMINISTRATIVE OFFICERS

SUBJECT: ANNUAL TIME REPORTING PLAN (ATRP) FOR COUNTY WELFARE
DEPARTMENT (CWD) - CLERICAL AND ADMINISTRATIVE SUPPORT
STAFF

— REFERENCE: ALL-COUNTY LETTER (ACL) 87-47 AND 87-90

Through the efforts of the joint State Department of Social Services (SDSS)/County Welfare Directors Association (CWDA) Cost Allocation Plan (CAP) Task Force, a new CAP will be implemented on July 1, 1988, for use by the CWDs. Under this CAP, CWD clerical and administrative support staff will be required to either time study or time certify their activities. Each CWD will develop and submit to this Department by March 1, 1988, an ATRP which will specify which staff are eligible to time certify and which staff will time study, and to which benefiting level. This letter is to provide direction in preparing the ATRP.

18 Small Counties

As a result of the test conducted in the April - June 1987 quarter, it was the conclusion of the joint Task Force that implementation of the proposed CAP in the smallest CWDs would increase the complexity of administering welfare programs in these Counties, without achieving any greater accuracy in the distribution of these costs. Accordingly, the following 18 Counties as a group are exempted from the requirements of this ACL and will continue to identify and claim clerical and administrative support staff salaries as generic costs:

- | | |
|--------------|----------------|
| 1. Alpine | 10. Modoc |
| 2. Amador | 11. Mono |
| 3. Calaveras | 12. Plumas |
| 4. Colusa | 13. San Benito |
| 5. Del Norte | 14. Sierra |
| 6. Glenn | 15. Siskiyou |
| 7. Inyo | 16. Tehama |
| 8. Lassen | 17. Trinity |
| 9. Mariposa | 18. Tuolumne |

Supplemental Information

To supplement the instructions contained in this letter, the following exhibits are provided:

- Exhibit I - General Administrative Units (criteria for time reporting)
- Exhibit II - Functional Support Units (criteria for time reporting)
- Exhibit III - Departmental Organization Chart (example)
- Exhibit IV - Unit Organization Chart (example)
- Exhibit V - Unit Activity Statements (example)
- Exhibit VI - Sample Annual Time Reporting Plan Certification
- Exhibit VII - Glossary of Terms

Fiscal Year (FY) 1988-89 ATRP

A. Development of the ATRP

The ATRP should be developed by CWD staff with overall knowledge of the organizational structure and activities performed in the CWD. The ATRP will include the following:

1. Organization Chart - An organization chart for the entire CWD identifying:
 - a. Each unit in the CWD, including line units (casework staff), support units (clerical and administrative support staff), electronic data processing (EDP) support units and staff development units. [A unit is a group of employees organized under a first-line supervisor.]
 - b. The classifications and quantity of positions within each unit.
 - c. Whether the unit is considered to be General Administrative or Functional Support.

2. Activity Descriptions - A statement for each unit identifying:
 - a. The overall responsibility (primary purpose) of the unit.
 - b. The activities performed by clerical and administrative support staff within each unit in general terms (does not imply job duty statements for each position).

The statement should identify by position and program any clerical or administrative support staff who perform activities for non-welfare department programs, e.g., Veterans Services of Public Guardian; or, for welfare-related pilot programs or special projects, where no caseworker hours exist and special continuous time reporting instructions for this staff were provided by this Department. Examples of these include the Independent Living Program, the Targeted Assistance Program, AB 2443 and AB 1733.

3. Time Reporting Designation - A statement for each unit identifying whether the clerical and administrative staff in each unit will either time study or time certify their activities, and to which benefiting level, i.e., generic, function (specify) or program (specify).
4. A signed certification by the CWD Director attesting to the accuracy in the development and use of the ATRP.

B. General ATRP Requirements

1. General Administrative Units are those units which are assigned to a CWD administrative organization which perform activities typically having departmentwide benefit. For these units the following requirements apply:
 - a. When the unit activities performed by staff have departmentwide benefit and cannot be identified to the function level, the staff in the unit will be certified as Generic.
 - b. When the unit activities performed by staff have departmentwide benefit, but some staff can identify time to specific functions, the staff in the unit may be certified as Generic as in a. above, or, the staff in the unit may time study their activities between Generic and the benefiting function(s). All other units performing similar activities will then be required to report time to the same level.

- c. When the unit activities performed by staff specifically benefit only one function, the staff in the unit will be certified to that one function. The unit may not be certified as Generic. Any unit performing similar activities will be required to identify time to the benefiting function level through time study or certification as specified in b. above.

ALL UNITS PERFORMING SIMILAR ACTIVITIES MUST IDENTIFY THEIR TIME TO THE SAME BENEFITING LEVEL FOR CONSISTENCY PURPOSES.

INDIVIDUALS WITHIN GENERAL ADMINISTRATIVE UNITS MAY NOT REPORT TIME TO THE PROGRAM LEVEL.

2. Functional Support Units are those units which are organizationally assigned to support one or more of the four functions, i.e., social services, eligibility and nonservice, welfare fraud and employment services. For these units the following requirements apply:
 - a. When the unit activities performed by staff benefit only one function, the staff in the unit will certify their time to that one function. At County option, the staff in the unit may time study their activities to the programs within this function, provided staff in units performing similar activities within this same function time study to the program level as well.
 - b. When the unit activities performed by staff benefit more than one function, the staff in the unit will time study their activities between the benefiting functions if it is practical to time study. [Each County must determine if it is possible to time study, and if by doing so, it is both reasonable and expected to yield accurate results.] If it is not practical to time study, the staff may be certified to a multifunctional pool.

ALL UNITS WITHIN A FUNCTION PERFORMING SIMILAR ACTIVITIES MUST IDENTIFY THEIR TIME TO THE SAME BENEFITING LEVEL FOR CONSISTENCY PURPOSES.

INDIVIDUALS WITHIN FUNCTIONAL SUPPORT UNITS THAT BENEFIT MORE THAN ONE FUNCTION MAY NOT REPORT TIME TO THE PROGRAM LEVEL.

3. For both General Administrative and Functional Support units, the following apply:

- a. Individuals within a unit must be treated consistently, with all individuals either time studying or time certifying as appropriate.
- b. In lieu of utilizing time certification procedures, counties may opt to time study all CWD clerical and administrative staff to the appropriate benefiting level, provided the requirements stated above for general administrative and functional support units are adhered to.
- c. First-line supervisors may prorate the time spent supervising their unit based on the time reported by the unit staff.
- d. Second-line supervisors and above with responsibility for general administrative units, either exclusively or in combination with functional support units, may certify their time as generic.
- e. Second-line supervisors and above with responsibility for functional support units in multiple functions may certify their time to a multifunctional pool.
- f. Welfare directors may be certified as generic. If a director chooses to time study certain activities to a specific function, all activities of a similar nature must be time studied to the function level as well.

C. Submission and Approval of the ATRP

The ATRP for use in FY 1988/89 must be submitted to the Fiscal Policy and Procedures Bureau by March 1, 1988 at the following address:

Department of Social Services
Fiscal Policy and Procedures Bureau
744 P Street, M.S. 8-100
Sacramento, CA 95814

Attention: Administrative Policy Unit

The March 1 due date is necessary to coincide with the submission of the Cost Control Questionnaire, which has been revised to reflect the changes in reporting the salaries of clerical and administrative support staff.

The ATRP will be reviewed for conformity with State guidelines. Each County will either be notified of plan approval or of required plan corrections by May 1, 1988.

IT IS IMPORTANT TO NOTE THAT STATE APPROVAL OF AN ATRP CONSTITUTES APPROVAL OF A METHOD TO ACCUMULATE COSTS FOR DISTRIBUTION UNDER THE CAP, AND IN NO WAY IMPLIES THAT THE STATE HAS APPROVED THE ORGANIZATIONAL STRUCTURE OF THE CWD.

D. Changes to the ATRP

The ATRP is based on the anticipated organizational structure of the CWD beginning July 1 of the forthcoming FY. If a change in this organizational structure is expected after July 1, an addendum should be included with the plan which describes the anticipated organizational change and the effective implementation date.

Once the ATRP is approved by SDSS, it will be used by the CWD for determining the distribution of clerical and administrative support staff salaries in the administrative expense claim. Changes to the CWD organizational structure subsequent to ATRP approval will necessitate a revision to the ATRP in the following circumstances:

1. The SDSS establishes a new program during the FY;
2. The CWD undergoes a major reorganization during the year at the department or division level which was not anticipated at the time of ATRP submission and approval, e.g., the merging of non-welfare departments with the CWD, or the creation of a new division in the CWD; or,
3. The CWD establishes a new unit, changes the reporting of a unit between the general administrative and functional support areas, or permanently changes the responsibilities or activities of existing units.

The above revisions to the ATRP require notification to the SDSS prior to the time study month of the first quarter the organizational change is implemented.

The following will not be considered changes to the ATRP which would require notification to SDSS:

1. The addition or deletion of positions to existing units, provided the responsibilities or activities of the unit as reported in the ATRP do not change.
2. The movement, e.g., reassignment, of individuals to positions in existing units.

E. Role of the ATRP

The ATRP is an essential element in the implementation of the new CAP. The primary purpose of this CAP is to achieve an accurate and equitable distribution of cost for reimbursement purposes. The basis for State and Federal acceptance of the ATRP is the assumption that activities performed by CWD clerical and administrative staff in the mid-month of a quarter are representative of the activities performed throughout the quarter. To the extent that temporary reassignments of responsibilities occur among units, each CWD must judge whether or not a significant impact on program costs will take place under the approved annual plan. If a significant impact will occur, even temporarily, appropriate steps should be taken by the CWD to ensure an accurate reporting of costs for reimbursement. COUNTIES ARE ULTIMATELY RESPONSIBLE FOR THE ACCURACY OF COSTS REPORTED IN THE ADMINISTRATIVE EXPENSE CLAIM.

F. Future Topics

The following topics related to the implementation of the proposed CAP will be covered in a future letter:

1. Time study/time certification procedures.
2. Time study/time certification forms.
3. Payroll and Labor Distribution Reporting systems - definition and use of.
4. Revised Administrative Expense Claim Forms.
5. Administrative expense claiming instructions.

Any questions on the above should be directed to the Fiscal Policy and Procedures Bureau at (916) 445-7046.



ROBERT L. GARCIA
Deputy Director
Administration

cc: CWDA

ANNUAL TIME REPORTING PLAN GENERAL ADMINISTRATIVE UNITS

EXHIBIT I

Definition: Those units which are assigned to a CWD administrative organization and which perform activities typically having departmentwide benefit.

Examples: Personnel, accounting, budgeting, contracting, administrative services, purchasing, statistical reporting, word processing.

Restrictions: Individuals within general administrative units may not report time to the program level.

DESCRIPTION OF UNIT ACTIVITIES	CERTIFICATION AND TIME REPORTING CRITERIA		
	GENERIC (Has departmentwide benefit)	SINGLES FUNCTION (Benefits only one function)	MULTI— FUNCTION (Benefits more than one function)
Unit activities performed by individuals have departmentwide benefit and cannot be identified to function.	Unit will be certified as generic.	Not applicable.	Not applicable.
Unit activities performed by individuals have departmentwide benefit, but some individuals can identify time to specific functions.	Unit may be certified as generic, provided all units within the general administration organization performing similar activities are also certified as generic.	Individuals in unit may time study between generic and function, provided all units performing similar activities identify time between generic and function.	Individuals in unit may time study between generic and function(s), provided all units performing similar activities identify time between generic and function(s).
Unit activities performed by individuals specifically benefit only one function.	May not certify as generic.	Unit will be certified to the single function. Units performing similar activities must be treated consistently when identifying costs to the function level.	Not applicable.
Second-line supervisors and above of units in general administration, exclusively, or in combination with functional support units.	For units with generic benefit only, the supervisor/manager and secretary may certify as generic.	For units which benefit both generic and one or more functions, the supervisor/manager and secretary may: <ol style="list-style-type: none"> 1. Certify as generic; or 2. Prorate time based on unit activities; or 3. Time study activities between generic and the function(s). 	

All general administrative units performing similar activities must identify their time to the same benefiting level for consistency purposes.

ANNUAL TIME REPORTING PLAN FUNCTIONAL SUPPORT UNITS

EXHIBIT II

Definition: Those units which are organizationally assigned to support one or more of the four functions, i.e., social services, eligibility and nonservice, welfare fraud, and employment services.

Examples: Program unit clerks, public reception, program specialists, district managers.

Restrictions: Individuals within functional support units may not report time to the generic level. Individuals in units with multi-function benefit may not report time to the program level.

DESCRIPTION OF UNIT ACTIVITIES	CERTIFICATION AND TIME REPORTING CRITERIA		
	GENERIC (Has departmentwide benefit)	SINGLE FUNCTION (Benefits only one function)	MULTI— FUNCTION (Benefits more than one function)
Unit activities performed by individuals benefit only one of the functions.	Not applicable.	Unit will be certified to the single function. At county option the individuals in the unit may time study to programs within this one function only.	Not applicable.
Unit activities performed by individuals benefit more than one function.	Not applicable.	Not applicable.	If it is practical to time study, individuals in the unit will time study between benefiting functions. If it not practical to time study, benefiting functions will be identified and salaries will be certified to a multi-functional pool accordingly.
Second-line supervisors and above of units in one function only; or units benefiting more than one function.	Not applicable.	The supervisor/manager and secretary may be certified to the single function.	The supervisor/manager may: 1. Certify time to a multi-function pool; or 2. Prorate time based on unit activities; or 3. Time study activities between functions.

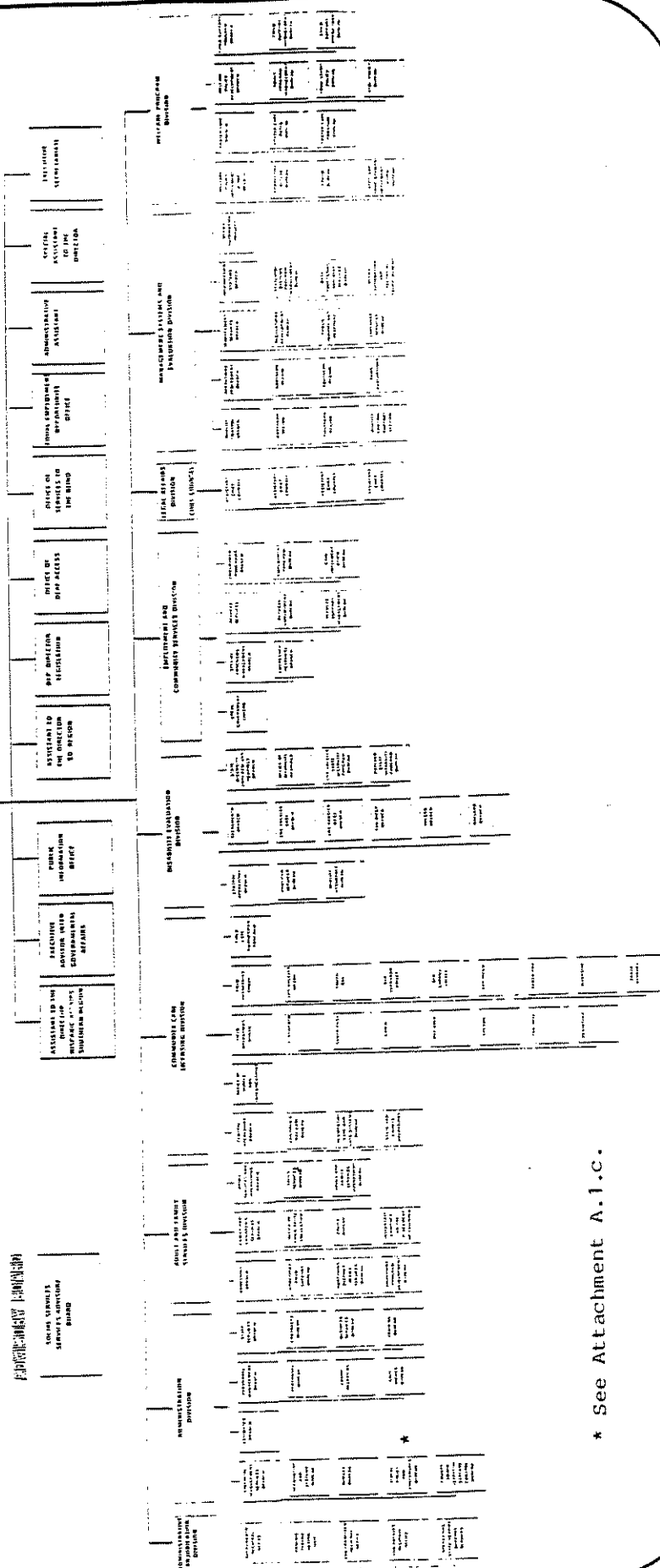
All units within a function performing similar activities must identify their time to the same benefiting level for consistency purposes.

DEPARTMENTAL ORGANIZATIONAL CHART-

ORGANIZATION CHART

DIRECTOR
LINDA S. McMAHON

CHIEF DEPUTY
CAROLE A. HOOD

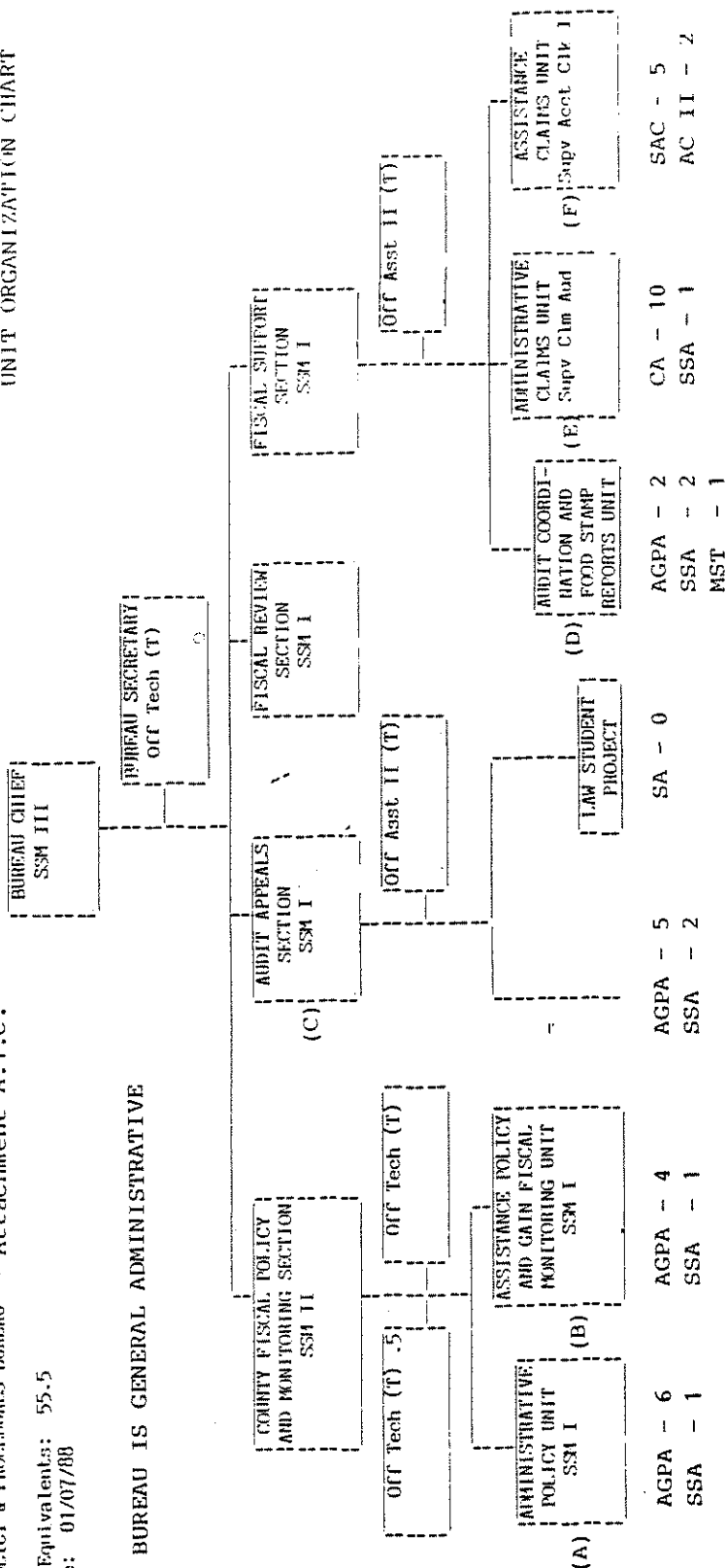


* See Attachment A.1.c.

EXHIBIT IV
ANNUAL TIME REPORTING PLAN
UNIT ORGANIZATION CHART

FISCAL, POLICY & PROCEDURES BUREAU - Attachment A.1.C.
Unit 627
Position Equivalents: 55.5
Effective: 01/07/88

ENTIRE BUREAU IS GENERAL ADMINISTRATIVE



SSM - Staff Services Manager
AGPA - Associate Governmental Program Analyst
SSA - Staff Services Analyst
MST - Management Services Technician

CA - Claim Auditor
SAC - Senior Account Clerk
AC - Account Clerk
SA - Student Assistant

-Footnotes-

- A - Time study between generic and function
- B - Time study between eligibility and employment services
- C - Time certify to generic
- D - Time study between generic and eligibility
- E - Time certify to generic
- F - Time certify to eligibility

ANNUAL TIME REPORTING PLAN

FISCAL POLICY AND PROCEDURES BUREAU
UNIT ACTIVITY STATEMENTS*
(Reference Exhibit IV)A. Administrative Policy Unit

This unit has primary responsibility for the County Welfare Department (CWD) Administrative Expense Claim. This includes interpreting Federal regulations and requirements, and securing approval of the annual cost allocation plan.

Unit activities include research of Federal and State regulations, coordination of fiscal requirements with Federal, State, and local officials, development of statewide administrative expense claiming procedures, development and maintenance of claim forms, and other duties related to the claiming of CWD administrative expenses.

Unit is general administrative; staff will time study between the generic level and the benefiting function level.

Matrix: Activities performed are similar to Assistance Policy Unit, which time studies to the function level. Since similar activities performed by the Administrative Policy Unit can be identified to the benefiting functions, this unit cannot certify as generic.

B. Assistance Policy and Greater Avenues for Independence (GAIN)
Fiscal Monitoring Unit

This unit has primary responsibility for the claiming of assistance payments by the CWDs. This includes interpreting Federal and State regulations and requirements in relation to assistance payments. This unit also is responsible for monitoring the fiscal integrity of County-related GAIN activities.

Unit activities include research of Federal and State regulations, development of statewide assistance claiming policy and procedures, development and maintenance of claim forms, field review of County GAIN expenses and documentation.

*A reference to the Time Study/Time Certification Matrix (Exhibits I and II) has been included for illustration for each unit.

Unit is general administrative; staff will time study between two benefiting functions: eligibility and employment services.

Matrix: Activities for the Assistance Policy Unit are similar to Administrative Policy Unit. The Assistance Policy Unit will time study to the benefiting function level. This unit may not certify as generic since it does not have departmentwide benefit.

C. Audit Appeals Section

This unit has primary responsibility for the resolution of claim audits performed by the State Controller's Office.

Unit activities include the review of audit findings and audit protests, research of pertinent facts, the rendering of audit decisions, the preparation of records and participation in hearings, and other duties related to the resolution of welfare program audits and foster care provider audits.

Unit is general administrative; staff will time certify as generic.

Matrix: Activities performed by unit cannot be identified to function.

D. Audit Coordination and Food Stamp Reports Unit

This unit has primary responsibility for coordinating all Federal and State audits conducted within the Department, and for preparing the Food Stamp Program claims for submission to the United States Department of Agriculture - Food and Nutrition Service (USDA-FNS).

Unit activities include the coordination of entrance and exit conferences with Federal and State auditors, receipt and distribution of audit reports, and review of single audit reports filed by Counties. Activities also include the receipt of reports on food stamp activities from CWDs and compilation and submission of all reports required to receive Federal reimbursement for Food Stamp Program costs.

Unit is general administrative; staff will time study between generic and the eligibility function (for Food Stamp Reports activity).

Matrix: Activities performed for Food Stamp Reports are similar to those performed in the Administrative and Assistance Claims Units. Since similar activities performed by the Audit Coordination and Food Stamp Report Unit can be identified to function, all staff will time study between generic and the eligibility function. This unit may not certify as generic.

E. Administrative Claims Unit

This unit has the primary responsibility for auditing the CWD administrative expense claims received quarterly from each CWD.

Unit activities include the receipt, desk audit, and all related activities associated with approving the claim for payment.

Unit is general administrative; staff will time certify as generic.

Matrix: Activities are similar to the Assistance Claims Unit, however, the activities only have departmentwide benefit; this unit may certify as generic.

F. Assistance Claims Unit

This unit has the primary responsibility for the auditing of all assistance claims received from the CWDs.

Unit activities include the receipt, desk audit and all related activities associated with approving each claim for payment.

Unit is general administrative; staff will time certify to the eligibility function, since assistance claims only pertain to the Eligibility Function.

Matrix: Activities are similar to the Administrative Claims Unit, but benefit only one function. This unit may not certify as generic since there is no departmentwide benefit, but must certify to the single benefiting function.

SAMPLE
ANNUAL TIME REPORTING PLAN
CERTIFICATION

I hereby certify that the information contained in the attached time reporting plan [Plan] for use in the fiscal year beginning July 1, 198__ is prepared in accordance with the instructions issued by the State Department of Social Services. I further certify that: a.) the Plan will be used for the distribution of clerical and administrative staff salaries to the benefiting welfare programs, b.) the Plan is based on the organizational structure, responsibilities and activities of this Department, and c.) units performing similar activities are reporting time to the same benefiting level as required. If changes occur in the above, the State Department of Social Services will be notified as required and appropriate steps will be taken to ensure an accurate and equitable distribution of costs to the benefiting welfare programs.

Signature

Name

Title

Agency

County

Date

ANNUAL TIME REPORTING PLAN

GLOSSARY OF TERMS

Administrative Support Staff:

CWD staff who perform administrative activities typically having departmentwide benefit and which are not in direct support of any one Function. This includes clerical staff in support of this group.

Allocation:

Distribution of the costs reported to a given cost pool to the programs ultimately benefiting from that cost pool.

Annual Time Reporting Plan:

The plan developed by the CWD on a fiscal year basis which describes the procedures used to determine which clerical and administrative support staff will time study or time certify their activities and to which benefiting level.

Clerical Support Staff:

Clerical support staff who are predominantly in direct support of casework staff.

Cost Allocation Plan:

The documentation identifying, accumulating, and distributing allowable costs together with the allocation methods used.

Cost Objective:

A pool, center, or area established for the accumulation of costs.

Function:

As used in the California CWD CAP, one of the four case-carrying functions included in the Allocable Casework Cost Pool:

- | | |
|------------------------------|------------------------|
| 1. Social Services | 3. Welfare Fraud |
| 2. Eligibility & Non-Service | 4. Employment Services |

Functional Support:

Units which are organizationally assigned to support one or more of the four Functions.

General Administrative Support:

Units assigned to a CWD administrative organization which perform activities typically having departmentwide benefit.

Generic:

A cost pool having departmentwide benefit.

Multifunction:

Benefiting more than one function. Can be represented in many combinations, e.g., Services/Eligibility, Services/Employment, Eligibility/Fraud, etc.

Practical:

Possible, but not reasonable, i.e., the achievement of accurate results would outweigh the efforts expended to achieve them.

Program:

The individual programs operated by the CWD within each Function to which caseworker staff identify their time.

Single Function:

Benefits only one of the four Functions.

Time Certification:

The process of identifying the activities of a worker to a predetermined cost pool, and which is confirmed by the first-line supervisor through firsthand knowledge of the employee's activities.

Time Study:

The process of identifying the activities of a worker to a cost pool(s) through the continuous recording on a daily basis by the employee.

Unit:

A group of workers organized under a first-line supervisor.